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COMMISSION ON NARCOTIC DRUGS ACTING AS
PREPARATORY BODY FOR THE SPECIAL SESSION
OF THE GENERAL ASSEMBLY DEVOTED TO THE
FIGHT AGAINST THE ILLICIT PRODUCTION,
SALE, DEMAND, TRAFFIC AND DISTRIBUTION
OF NARCOTIC DRUGS AND PSYCHOTROPIC
SUBSTANCES AND RELATED ACTIVITIES
Second session
Vienna, 16-20 March 1998
Item 2 (b) of the provisional agenda*

PREPARATIONS FOR THE SPECIAL SESSION OF THE GENERAL ASSEMBLY TO CONSIDER THE FIGHT AGAINST THE ILLICIT PRODUCTION, SALE, DEMAND, TRAFFIC AND DISTRIBUTION OF NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES AND RELATED ACTIVITIES AND TO PROPOSE NEW STRATEGIES, METHODS, PRACTICAL ACTIVITIES AND SPECIFIC MEASURES TO STRENGTHEN INTERNATIONAL COOPERATION IN ADDRESSING THE PROBLEM OF DRUG ABUSE AND ILLICIT TRAFFICKING

CONSIDERATION OF THE REPORTS OF THE INFORMAL INTER-SESSIONAL MEETINGS OF THE COMMISSION ACTING AS PREPARATORY BODY FOR THE SPECIAL SESSION OF THE GENERAL ASSEMBLY ON INTERNATIONAL DRUG CONTROL

International cooperation on eradication of illicit drug crops and promotion of alternative development programmes and projects

*E/CN.7/1998/PC/1.

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DRAFT ACTION PLAN ON INTERNATIONAL COOPERATION ON ERADICATION OF ILLICIT DRUG CROPS AND PROMOTION OF ALTERNATIVE DEVELOPMENT PROGRAMMES AND PROJECTS

PREAMBLE

The General Assembly,

Reaffirming that the fight against illicit drugs must be pursued in accordance with the provisions of the international drug control treaties, on the basis of the principle of shared responsibility, following a comprehensive and balanced approach, and with full respect for the principles enshrined in the Charter of the United Nations, international law, sovereignty, and territorial integrity and in full respect of human rights,

Recalling that, in its resolution 51/64, section IV, of 12 December 1996, it decided to convene a special session of the General Assembly in order to consider the fight against, *inter alia,* the illicit production of narcotic drugs and psychotropic substances and to propose new strategies, methods, practical activities and specific measures to strengthen international cooperation in addressing the problem of illicit drugs,

Recalling that one of the objectives of the special session, as set out in its resolution 51/64, section IV, is to encourage international cooperation in developing programmes for the eradication of illicit crops and in promoting alternative development programmes,

Defining alternative development as a process to prevent and eliminate the illicit cultivation and processing of plants containing narcotic drugs and psychotropic substances through specifically designed rural development measures in the context of sustainable national economic growth in countries taking action against drugs,

Recognizing that the problem of the illicit production of narcotic drugs and psychotropic substances and its relationship to sustainable development requires, within the context of shared responsibility, close cooperation among States, the competent organs of the United Nations system, in particular the United Nations International Drug Control Programme, regional bodies and international financial institutions,

Aware that, in order to achieve maximum effectiveness in the fight against drug abuse, it is necessary to maintain a balanced approach by allocating appropriate resources to initiatives that include the reduction of both illicit demand and illicit supply,

Underlining the need to promote international cooperation in support of alternative development programmes and projects aimed at strengthening self-sustaining production systems and economic, social and environmental processes for the benefit of communities and population groups affected by illicit cultivation, recognizing the particular sociocultural characteristics of each of those communities and groups, within the framework of a comprehensive and permanent solution to the problem of illicit drugs,

1. *Advocates* the objectives of programmes and projects for alternative development, and of international cooperation for that purpose, referred to in the Action Plan on International Cooperation on Eradication of Illicit Drug Crops and Promotion of Alternative Development Programmes and Projects, which will ensure the effectiveness of the common endeavour to reduce the illicit production of narcotic drugs and psychotropic substances;

2. *Requests* the Executive Director of the United Nations International Drug Control Programme to report to the Commission on Narcotic Drugs at its forty-second session on the follow-up of the Action Plan on International Cooperation on Eradication of Illicit Drug Crops and Promotion of Alternative Development Programmes and Projects.

I. CONFRONTING HIGH LEVELS OF ILLICIT CULTIVATION

Problem

1. Despite the adoption of international conventions promoting the prohibition of illicit drug crops, the problem of the illicit cultivation of the opium poppy, the coca bush and the cannabis plant continues at alarming levels.

Action

2. States and their community leaders must strongly condemn the illicit cultivation of the opium poppy, the coca bush and the cannabis plant, as well as other illicit drug crops.

3. States and their community leaders should ensure that the specific commitments of the United Nations conventions regarding illicit drug crop cultivation are implemented and enforced, including the following:

(a) The provisions of the Single Convention on Narcotic Drugs of 1961[1] and that Convention as amended by the 1972 Protocol,[2] which call upon Member States to prohibit the cultivation of the opium poppy, the coca bush and the cannabis plant in order to protect public health and welfare and prevent diversion into the illicit traffic and to take measures to seize any plants illicitly cultivated;

(b) The provision of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988[3] requiring parties to adopt measures to establish as a criminal offence the illicit cultivation of the opium poppy, the coca bush or the cannabis plant for the production of narcotic drugs contrary to the provisions of the 1961 Convention and that Convention as amended by the 1972 Protocol and to take appropriate measures to prevent the illicit cultivation of plants containing narcotic or psychotropic substances and to eradicate such plants.

4. States with illicit drug cultivation should develop national strategies, taking into account, if appropriate, existing drug control master plans, to implement the provisions of the 1961 Convention and article 14 of the 1988 Convention regarding the reduction and elimination of drug crops.

5. Alternative development programmes and projects must be consistent with national drug control policies and national development policies and strategies in the rural communities and among regional partners affected by the existence of the illicit cultivation and production of drugs, as well as with other connected activities.

II. NEED FOR A BALANCED APPROACH

Problem

6. History has shown that there is no single response to eliminating the cultivation and production of illicit drugs.

Action

7. National drug crop reduction and elimination strategies and programmes should include comprehensive measures such as programmes in alternative development, law enforcement and eradication.

8. National Governments should take appropriate measures, in accordance with article 14 of the 1988 Convention, to develop and implement national plans for alternative development, creating appropriate institutions, as well as a suitable legal, economic and social framework.

9. In cases of low-income production structures among peasants, alternative development is more sustainable and socially and economically more acceptable than forced eradication.

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[1]United Nations, *Treaty Series*, vol. 520, No. 7515.

[2]Ibid., vol. 976, No. 14152.

[3]*Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988*, vol. I (United Nations publication, Sales No. E.94.XI.5).

10. National drug crop reduction and elimination strategies should include concrete, measurable objectives.

III. RESOURCE NEEDS FOR ALTERNATIVE DEVELOPMENT

Problem

11. Alternative development is an important component for generating and promoting lawful, viable and sustainable economic options to illicit drug crop cultivation and is one of the key components of the policy and programmes for reducing illicit drug production that have been adopted within the comprehensive framework of the global drug control strategy of the United Nations. While alternative development is primarily the responsibility of the State in which illicit drug cultivation takes place, States with illicit drug crops will need to seek continued assistance to support national efforts to eliminate drug crops. Currently, insufficient funding is available for alternative development at the national and international levels.

Action

12. The success of alternative development programmes depends on the long-term political and financial commitment of both the Governments of the affected countries and the donor community, consistent with integrated rural development, effective enforcement of drug control measures and awareness among the local population of the negative consequences of drug abuse.

13. Donors and the relevant United Nations organizations should assist States in countering illicit drug production by providing adequate financial and technical assistance for alternative development, with the objective of eliminating illicit drug crops. This assistance should be linked to national commitment and the strong political will of producer States to implement the provisions contained in article 14 of the 1988 Convention.

14. Agencies of the United Nations system and relevant financial institutions should cooperate, within their spheres of competence, through agro-industrial development and technology transfer to regions and populations that are the targets of alternative development programmes and projects.

15. International financial institutions and regional development banks should be encouraged to provide financial assistance, according to their policies, for alternative development programmes.

16. The United Nations International Drug Control Programme should continue its catalytic role in regard to international financial institutions and assist interested Governments in approaching such institutions for the purpose of financing their alternative development programmes and projects.

17. The United Nations International Drug Control Programme should continue to provide assistance to States facing illicit cultivation that, having shown a strong political will and commitment to eradicate such cultivation, undertake alternative development programmes. That assistance should be provided within the context of the recipient States' national control strategies. The Programme should intensify its efforts to obtain additional financial resources through voluntary contributions from available financial sources.

18. If considered necessary, Member States with illicit drug crop cultivation should present national plans to potential donors, including bilateral and multilateral donors such as the World Bank and relevant regional banks, and should request assistance to support their efforts to eliminate illicit drug crops.

19. States should establish bilateral mechanisms for cooperation in order to establish and develop eradication and alternative development programmes in their respective territories and, in particular, in their border areas.

20. The international community should attempt to provide greater access to domestic and international markets for alternative development productions, with a view to overcoming problems relating to prices and marketing resulting from the substitution of crops cultivated for illicit purposes by productions for licit commercial purposes.

21. Alternative development programmes should only be designed for areas that have the necessary potential for adequate drug control.

IV. IMPROVED AND INNOVATIVE APPROACHES TO ALTERNATIVE DEVELOPMENT

Problem

22. Alternative development is an important component of a balanced and comprehensive drug control strategy and is intended to create a supportive environment for the implementation of that strategy. Alternative development is a comprehensive approach of economic and social policy in view of generating and promoting lawful and sustainable socio-economic options for those communities and population groups that have resorted to illicit cultivation as their only viable means of obtaining a livelihood, contributing in an integrated way to the eradication of poverty. However, cumulative efforts and methods of planning and implementation need further improvement to strengthen the existing processes and to implement new and innovative alternative development programmes.

Action

23. Alternative development programmes should be adapted to the specific, legal, social, economic, ecological and cultural conditions prevalent in a given project region.

24. Programmes for alternative development, and international cooperation for that purpose, must, within the general context of sustainable development, take into account the particular economic and social characteristics and the traditional use of the communities and population groups affected by the illicit production of drugs.

25. Alternative development must contribute to creating sustainable social and economic opportunities that will help to improve the living conditions of the communities and population groups affected by the existence of illicit cultivation.

26. Governments should foster coordinated links between the public sector and civil society, non-governmental organizations and the private sector, with a view to their participating in the planning and implementation of alternative development programmes and projects.

27. Alternative development programmes should contribute to the promotion of democratic values to encourage community participation, and should further social responsibility to develop a civic culture of rejecting the illicit cultivation of crops.

28. The national institutions responsible for alternative development must promote the concerted participation of the affected communities and population groups in the identification, formulation, execution and monitoring of the projects.

29. In order to ensure that alternative development is sustainable, participatory approaches that are based on dialogue and persuasion and that include the community as a whole should be applied in the identification, preparation, implementation, monitoring and evaluation of alternative development. Local communities and public authorities should commit themselves by a community-based agreement to reduce gradually illicit crops until all such crops are eliminated.

30. Institution-building at the regional and local levels must be regarded as a factor that will contribute to improving the level of participation in activities fostered by alternative development.

31. Alternative development programmes should include appropriate demand reduction measures.

32. Alternative development programmes should incorporate the gender dimension by enabling women and men to participate equally in the development process.

33. Improvements in the road, services and production infrastructure, as well as technology transfer, are collective benefits conducive to encouraging the communities and population groups to abandon cultivation for illicit purposes.

34. Alternative development programmes and projects must observe environmental sustainability criteria, taking into account the objectives of Agenda 21.[4] Programmes and projects of alternative development are efficient instruments used to avoid any expansion or displacement of illicit cultivation to ecologically fragile areas.

V. DISPLACEMENT AND INFORMATION-SHARING PROBLEMS

Problem

35. Member States have often undertaken valiant efforts to eliminate the cultivation of the opium poppy, the coca bush and the cannabis plant. Nevertheless, in many cases, successes in eliminating illicit drug cultivation in one area have resulted in increased illicit cultivation of such crops in other regions or countries.

Action

36. States should cooperate through bilateral, regional and multilateral means to prevent criminal drug organizations from moving illicit cultivation from one area, region or country to another.

37. Governments pursuing alternative development strategies should implement follow-up and evaluation systems that will enable them to monitor the qualitative and quantitative progress of those programmes.

38. Governments in the producing areas should also design efficient and credible monitoring and verification mechanisms, based on commonly agreed goals and objectives, as a key element in guaranteeing the sustainability of eradication.

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[4] *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992* (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: *Resolutions Adopted by the Conference*, resolution 1, annex II.

39. Governments should share information on illicit drug crop assessments with the United Nations International Drug Control Programme and with other Governments in order to increase cooperation to eliminate such cultivation; data collection on illicit cultivation should be based on the best technology available.

VI. THE NEED FOR LAW ENFORCEMENT

Problem

40. Even when development projects are successful, drug traffickers still have the resources to achieve many of their objectives. Some growers and processors are not likely to abandon the trade voluntarily simply because other opportunities exist; they must see that there is a risk associated with staying in illicit drug cultivation.

Action

41. Member States with illicit drug crop cultivation problems should ensure that sustainable development initiatives are backed, when necessary, by enforcement measures.

42. Law enforcement measures are required as a necessary complement to alternative development programmes to tackle other illicit activities such as the operation of illicit drug laboratories, the diversion of precursors, trafficking, money-laundering and related forms of organized crime, both in areas where alternative development programmes are implemented and in surrounding areas.

43. Comprehensive drug interdiction programmes can affect the profitability of illicitly cultivated drug crops and, in so doing, make alternative sources of legal income more competitive and attractive.

44. Under other circumstances, or when other strategies have not worked, States should consider deterrence measures such as eradication, destruction of illicit drug crops and arrests, as called for in the 1961 Convention and the 1988 Convention.

45. In areas where viable alternative sources of income already exist, law enforcement measures are required against persistent illicit cultivation of narcotic crops.

46. In areas where alternative development programmes have not yet created alternative income opportunities, the application of forced eradication might endanger the success of alternative development programmes.

47. Eradication efforts should utilize available research and ensure that environmentally safe methods are employed.

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Second session
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CONSIDERATION OF THE DRAFT PROVISIONAL AGENDA OF THE SPECIAL SESSION OF THE GENERAL ASSEMBLY

Note by the Secretariat

*E/CN.7/1998/PC.1.

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1. At its substantive session of 1996, the Economic and Social Council, in its resolution 1996/17 of 23 July 1996, decided to recommend to the General Assembly the convening of a special session to consider the fight against the illicit production, sale, demand, traffic and distribution of narcotic drugs and psychotropic substances and related activities.

2. The General Assembly, in its resolution 51/64, section IV, of 12 December 1996, welcomed the proposal by the Economic and Social Council and decided to convene a special session in June 1998. The Assembly stressed that the special session should be devoted to assessing the existing situation of illicit drug production and traffic, with a view to strengthening international cooperation to address the problem of illicit drugs. The Assembly reaffirmed its intent to address the issues on the basis of the principle of shared responsibility and with full respect for the principles enshrined in the Charter of the United Nations and international law.

3. The General Assembly also decided that the Commission on Narcotic Drugs should act as the preparatory body for the special session, and that its deliberations should be open-ended, allowing for the full participation of all Member States of the United Nations and members of specialized agencies and observers, in accordance with established practice. In that capacity, the Commission was also requested to present proposals to the Assembly on all organizational matters relevant to the successful preparations for, holding of and follow-up to the special session.

4. The General Assembly further decided that the special session should have the following objectives:

(a) To promote the adherence to and full implementation by all States of the Single Convention on Narcotic Drugs of 1961, the Convention on Psychotropic Substances of 1971 and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988;

(b) To adopt measures to increase international cooperation to contribute to the application of the law;

(c) To adopt measures to avoid the diversion of chemicals used in illicit drug production and to strengthen control of the production of and traffic in stimulants and their precursors;

(d) To adopt and promote drug abuse control programmes and policies and other measures, including those at the international level, to reduce the illicit demand for drugs;

(e) To adopt measures to prevent and sanction money-laundering, in order to implement the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988;

(f) To encourage international cooperation to develop programmes of eradication of illicit crops and to promote alternative development programmes;

(g) To adopt measures to strengthen coordination within the United Nations system in the fight against drug trafficking and related organized crime, against terrorist groups engaged in drug trafficking and against illicit arms trade.

5. The General Assembly decided further, at its special session, to review resolution S-17/2, particularly the progress made in implementing the Global Programme of Action annexed thereto.

6. The Commission on Narcotic Drugs, acting as preparatory body for the special session, held its first session on 26 and 27 March 1997. At that session, the Commission identified a number of items for possible inclusion in the provisional agenda of the special session. The draft provisional agenda containing those items is attached to the present note (see annex).

7. At its fifty-second session, the General Assembly, in its resolution 52/92, section IV, of 12 December 1997, reaffirmed the objectives of the special session contained in its resolution 51/64, section IV, paragraphs 11 and 12, which provide the basis for the provisional agenda of the special session.

8. The Commission on Narcotic Drugs, acting as preparatory body for the special session, will hold its second session from 16 to 20 March 1998. The Commission is invited to make recommendations, if it so decides, on additional items for possible inclusion in the provisional agenda of the special session. In making its recommendations, the Commission should take into consideration General Assembly resolutions 51/64 and 52/92 and the items already identified.

Annex

DRAFT PROVISIONAL AGENDA OF THE SPECIAL SESSION OF THE GENERAL ASSEMBLY ON INTERNATIONAL DRUG CONTROL

1. Opening of the special session.

2. Minute of silent prayer or meditation.

3. Credentials of representatives to the special session of the General Assembly:

   (a) Appointment of the members of the Credentials Committee;

   (b) Report of the Credentials Committee.

4. Election of the President.

5. Election of other officers.

6. Adoption of the agenda.

7. Report of the preparatory body for the special session.

8. Organization of the special session.

9. General debate.

10. Review of international drug control instruments:

    (a) Adherence to and implementation of international drug control treaties;

    (b) Review of General Assembly resolution S-17/2, adopted by the Assembly at its seventeenth special session, in particular progress made in implementing the Global Programme of Action annexed thereto.

11. Measures to promote implementation of the international drug control treaties and strengthen international cooperation in the fight against the illicit production, sale, demand, traffic and distribution of narcotic drugs and psychotropic substances and related activities, including corruption, and proposals for new strategies, methods and practical activities in addressing the problem of drug abuse and illicit trafficking, with due regard to the gender perspective, in particular:

    (a) Judicial cooperation and strengthening of national legislation;

    (b) Prevention of diversion of chemicals used in the illicit manufacture of narcotic drugs and psychotropic substances, and measures to strengthen control of the manufacture of and trafficking in stimulants and their precursors;

    (c) Reduction of the illicit demand for drugs, including the draft declaration on the guiding principles of demand reduction and its implementation;

(d) Prevention, sanctioning and action against money-laundering;

(e) International cooperation in illicit crop eradication and alternative development;

(f) Coordination within the United Nations system in the fight against drug trafficking and related organized crime, against terrorist groups engaged in drug trafficking and against illicit arms trade;

(g) Promoting regional cooperation.

12. Review of the international drug control regime: strengthening United Nations machinery for drug control.

13. Adoption of the final documents of the special session and follow-up measures for their implementation.